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Second country cooperation framework for Sudan (2002-2006) *

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

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Introduction

1. The second country cooperation framework (CCF) for Sudan for 2002-2006 succeeds the first CCF of 1997-2001. Besides input from a comprehensive review of the first CCF and a terminal review of the Area Development Schemes and Area Rehabilitation Schemes (ADS/ARS), its formulation involved consultations with the Government of Sudan, the United Nations system, other donors and development partners. It reflects both the Government's current national priorities and those of the combined draft United Nations Common Country Assessment and Development Assistance Framework (CCA/UNDAF) for 2002-2006.[1]

I. Development situation from a sustainable human development perspective

A. Overview

2. Development in Sudan continues to be overshadowed by the civil war with related humanitarian exigencies such as internal displacement of civilians and severe food shortages in parts of the country. Furthermore, it is one of the poorest countries in the world, with a weak and uneven economic base and infrastructure. In 2000, per capita gross domestic product (GDP) was approximately $400, but many live on less than $1 per day and much of the rural population depends on subsistence farming and livestock raising. Although rich in natural resources, Sudan has been unsuccessful in the equitable sharing of resources and power, the fundamental cause of the war, a situation exacerbated by ethnic and religious factors. An estimated four million people have been displaced from their homes and large numbers continue to live on the edge of survival.

3. Although Sudan has seen recent improvements in macroeconomic performance, its benefits have yet to be felt across the country. International Monetary Fund (IMF) monitored reforms have contributed to inflation reduction and improved conditions for domestic and foreign investment. Estimated real GDP growth averaged 5 per cent per annum for 1997 to 2001 thanks to foreign investment, mainly in the oil sector, and developments in the informal sector. This growth, however, has been concentrated in the urbanized centre of Sudan and rural-to-urban migration is continuing, driven by conflict, poverty and economic stagnation in the regions. Inequitable distribution of resources and development constitute a vicious and self-reinforcing cycle. Furthermore, economic growth faces such obstacles as the need for public sector reform, major infrastructure investment, the cost of the war and the country's high foreign debt. Although Sudan technically qualifies for debt relief as a highly indebted poor country (HIPC), continuing civil war and donor concern about governance have so far prevented it from being considered for debt relief.[2]

4. Lately there have been increased efforts to resolve the various conflicts, such as the consolidation of two internationally-backed peace initiatives – the Inter-Governmental Authority for Development (IGAD) initiative and the Egyptian-Libyan initiative. The European Union, Britain and the United States have also launched various peace initiatives, some of which have linkages to humanitarian and development assistance. Additionally, a number of domestic initiatives are being undertaken for reorganized power and resource sharing between the central government and Sudan's regions or states.

5. A comprehensive peace agreement nonetheless remains an uncertain prospect. In the meantime humanitarian activities remain predominant. This has a direct impact on the ability of the United Nations Development Programme (UNDP) to advocate for recovery and development activities and to mobilize resources. However, the environment is not yet suitable for international financial institutions to resume activities in the country.

[1] Draft 'Sudan Common Country Assessment and UN Development Assistance Framework' (CCA/UNDAF), UNDP, April 2002. At the time of writing this had not yet been approved.

[2] World Bank data, 2000; net present value of debt equivalent to 204% of GDP and 1,234% of exports.

B. Development indicators

6. UNDP Human Development Report for 2001 ranked Sudan 138th out of 162 countries in its annual human development index. However, this measurement conceals the wide overall variation in development across the whole country, especially in health and education. Malnutrition levels, caused by drought related food shortages, are high.

7. Indicative data for areas inside the war zone, principally in the south of Sudan, point to a situation that is even worse. The 2000 Sudan Multiple Indicator Cluster Survey (MICS) carried out by the United Nations Children's Fund (UNICEF) in southern areas indicated a severe decline in immunization levels from the end of the 1980s. Only 30 per cent of the population in the south have access to clean water and malnutrition levels in the war zone, caused by food shortages, are especially high.

8. Gender inequality cuts across all areas of development in Sudan. According to the UNDP Human Development Report for 2001, the adult female literacy rate in Sudan is 65 per cent of that for males, while estimated average earned income for women is only 30 per cent of the male average. Similar disparities have been documented in women's health and human security. Meanwhile the spread of HIV/AIDS is of increasing concern and unless substantive action is taken, infection levels will grow rapidly.

9. Any assessment of progress towards attainment of the millennium development goals must, therefore, be carefully qualified, bearing in mind the paucity of data for war-affected areas. Overall, economic growth in Sudan appears to have had little impact on basic development indicators, such as health, nutrition and education and this remains a cause for concern.

II. Results and lessons of past cooperation

A. Key results

10. Excluding the United Nations Capital Development Fund (UNCDF) funds, but including all cost-sharing, total expenditure during the first CCF cycle was $39.9 million, with 88 per cent coming from regular (TRAC) resources. 80 per cent of total expenditure was devoted to ADS/ARS, 10 per cent to the environment and energy sector and 10 per cent to strategic planning and service areas.

11. The key results of the first CCF were achieved in the ADS/ARS programme which assisted some 600,000 individuals in the more deprived areas of Sudan. The programme was very successful, particularly in the numbers of village development committees created and *sanduqs* (revolving funds) established. The ADS/ARS were successful in promoting self-reliance, improving human security, generating incomes and providing basic social services. However, the sustainability of the ADS/ARS results, their cost-effectiveness and replicability are of concern, particularly in view of the insufficient integration between the local, state and national levels and the lack of Government financial support.

12. Significant results were also achieved in the area of *environment*, where the work was mostly global environment facility (GEF) driven. The installation of small water reservoirs, the provision of hand pumps and the improvement in vegetation cover impacted positively on the quality of life. Progress was also made in raising awareness on environmental issues, preparing the way for eventual policy changes.

13. During the first CCF UNDP played a positive role in supporting confidence-building measures between the Government and representatives of different political groups. UNDP also played a lead role in the 'Planning for Peace' initiative within the framework of the IGAD partners forum. In the latter part of the programming period, UNDP started to address the underlying causes of conflicts through initiating important preparatory activities for peace-building, including support for the Nuba Mountains programme, for internally displaced persons (IDP) resettlement, and for local conflict resolution initiatives linked to effective natural resource management.

B. Lessons learned

14. A number of lessons have emerged from the first CCF country review. Clearly the design of the first CCF did not address the root causes of the multi-dimensional conflict and the endemic nature of natural

disasters in Sudan. Moreover, despite major changes in both the internal and external environment, the programme for 1997-2001 followed the same core programme strategy that had been developed in 1986/87, which was centred on the implementation of the ADS/ARS. UNDP has, as a result, become increasingly marginalized in the central policy dialogue and debate surrounding Sudan. This is borne out by the low level of cost-sharing channelled through UNDP during the first CCF, despite the relatively large programme of assistance.

15. This raises two important issues: (i) how UNDP, as one of the few development actors in Sudan, can keep development on the agenda; and (ii) how UNDP can programme in a more comprehensive way, so that it does not merely address one distinct area of development but addresses some of the root developmental causes of specific crisis situations. In this context, UNDP seems to be ideally placed to facilitate the transition from humanitarian to developmental assistance.

16. Other lessons have also emerged about specific programme areas. The first CCF failed to capitalize on the considerable achievements of the ADS/ARS programme. It was not applied in other areas of the CCF, nor was it adopted by the national or state governments and replicated elsewhere in Sudan. Furthermore, there were too few connections in the programme between downstream, grassroots-based activities and upstream projects at the level of national planning and policy.

17. There are other important lessons to be learned from the management and execution of the programme. Firstly, the UNDP Sudan country office being more inward than outward looking, hampered UNDP's ability to cultivate partnerships with national and state ministries and institutions, local civil society organizations, the private sector, the donor community and international non-governmental organizations (NGOs). Partnerships around development objectives were, therefore, not conceived of as part of a strategic planning process, but were rather of an information sharing nature. Further, management issues coupled with somewhat weak support to the country office by UNDP headquarters, also greatly impacted on UNDP's programme performance and reputation in Sudan. Lastly there is the question of programme execution. Under the first CCF the principal mode was national execution. However, both UNDP and the Ministry of International Cooperation (MIC) now recognize that the national execution modality, as implemented, was not satisfactory.

18. In the light of these lessons, the country review made the following key recommendations:

In view of the important role that development can play in peace-building efforts in all the conflicts in Sudan, UNDP should refocus its programme on conflict resolution and peace-building, drawing on, most importantly, the experience gained in the ADS/ARS.

Activities in the area of peace-building should have an increased focus on concrete programmes targeted at addressing the development dimensions of each conflict. UNDP should also work in support of the IGAD framework and other viable on-going initiatives, applying participatory development and decision-making approaches wherever appropriate. UNDP should also explore ways to have access to all the parties in the conflict, to make its involvement in conflict resolution and peace-building relevant, effective and perceived as credible and impartial.

UNDP should give priority to ensuring the achievement of sustainability in all of its dimensions, including the allocation of sufficient national resources to ensure follow-up and implementation by national entities. Capacity-building for local or state government institutions in particular should be pursued to ensure sustainability for area-based peace-building activities.

UNDP should seek to make systematic upstream-downstream linkages. Linkages between the micro and macro levels should be sought at the intermediate or meso level of the state, where responsibilities for development lie.

UNDP should further cultivate linkages with regional and international financial institutions to help reestablish an environment conducive to the resumption of their assistance to Sudan.

The selection of execution modalities should be made on the basis of relevance and effectiveness, not discounting the advantages of direct execution in relevant situations.

III. Objectives, programme areas and expected results

19. The Government of Sudan has framed as its development priorities for 2002 onwards: central and state capacity building, environmental management, peace-building, poverty reduction and area development. In view of this and UNDP's mandate to work for the reduction of poverty, UNDP will target its new programme at improving the lives of the most disadvantaged groups in Sudan. To do this, the programme will work in two overall thematic areas which are inter-related and fundamental to addressing poverty in Sudan: *Improving governance and environmental management for poverty reduction* and *Promoting peace and social inclusion for poverty reduction*.

20. UNDP will aim to build up national capacities to address the root causes of conflicts and poverty in the country and implement a development oriented agenda. The ultimate indicator of the programme's success will, therefore, be a reduction in the proportion of the population below the poverty line in targeted areas. Throughout the programme, UNDP will seek to increase vertical linkages between macro, meso and micro level interventions.

A. Improving governance and environmental management for poverty reduction

21. Consistent with the high priority placed by the government on poverty reduction, the objective in this thematic area will be to enhance national capacity to pursue policy dialogue on poverty issues, to monitor and evaluate poverty reduction policies, and to ensure their integration into the national macroeconomic framework. UNDP will work mostly at the policy level with strong linkages to selective meso and micro level interventions, and, where appropriate, will encourage application of the lessons learned from the ADS/ARS. At the community level, the focus will be on mobilizing and empowering the poor to improve their access to livelihood opportunities and to increase their participation in decisions affecting their lives. With this in mind, the strategy in this area will be to work for the following three overall outcomes:

22. *More effective planning and management of development activities at the national, state and local levels, with the participation of all affected communities and the allocation of national resources.* UNDP will support capacity building for decentralized participatory planning, finance and governance. UNDP will target selected deprived states for downstream interventions. The lessons learned from these interventions will inform the development of policies at the national level, in particular those covering decentralization and resource allocation.

23. The following main outputs will be produced:

National workshop on evaluation of ADS/ARS conducted and options for selective Government and UNDP replication of ADS/ARS in other regions developed and endorsed;

Integrated development plan and management system prepared in selected disadvantaged state(s) through local participatory planning processes and with appropriate national resources allocated for implementation;

Pilot initiative for capacity development in local governance implemented; and

Policy options in decentralization (including financial resource allocation), financing skewed towards the poor (including microcredit) and natural resource sharing/management developed and discussed with relevant national authorities.

24. *Improved national capacity to negotiate and implement global environment commitments and plan and implement integrated approaches to environmental management and energy development.* The strategy for this outcome will be to link environmental activities at the national and local level to development that reduces resource-based conflict, prevents land and water resource degradation, and reduces poverty, drawing on advice provided by the Bureau for Crisis Prevention and Recovery (BCPR). UNDP will also provide support to national and local authorities for the formulation and implementation of integrated environmental management and energy development plans for specific areas. UNDP will support, as well, the regional Nile Basin Initiative which has the potential to promote equitable and sustainable development and to contribute to the resolution and

prevention of conflicts in and between the countries of the Nile basin.

25. The following main outputs will be produced:

National strategy or action plan for biodiversity, climate change, desertification and persistent organic pollutants (POPs) developed in line with global environmental commitments;

Integrated frameworks for management and sustainable use of biodiversity and natural resources in Jebel Marra and Dinder National Park developed and being implemented; and

Use of photovoltaic energy systems extended as a result of UNDP facilitation.

26. *Improved national capacity to plan, implement and monitor a comprehensive approach to the reduction of human and income poverty, taking into account the millennium development goals (MDGs).* UNDP will work with national partners to strengthen capacities for collection and analysis of reliable poverty data, seek to facilitate the formulation of the government Poverty Reduction Strategy Paper (PRSP) with participation of the IMF, the World Bank, key donors, selected states and relevant civil society organizations and establish an MDG report process bringing together different partners.

27. The following main outputs will be produced:

Gender sensitive analysis of poverty in Sudan produced;

Participatory and inclusive process for formulation of PRSP established through UNDP facilitation;

Regular MDG reports issued, in partnership with United Nations agencies and national actors in Sudan, and disseminated widely.

B. Promoting peace and social inclusion for poverty reduction

28. UNDP will implement its activities in this thematic area with support from the BCPR and in close co-ordination with relevant United Nations departments and agencies. It will support peace-building in the Nuba Mountains through grassroots activities, drawing on the approaches and models of community-based development used in the ADS/ARS. UNDP will also provide support to the IGAD partners forum and seek to promote an agenda for recovery and rehabilitation which, through intra-Sudanese dialogue, incorporates local peace-building initiatives and the views of civil society. The national human development report (NHDR) will then be used to drive forward a national dialogue on peace and its dividends. Promoting social inclusion will be interpreted in its broadest sense, from the inclusion of women and those affected by HIV/AIDS, to the inclusion of the poor, the displaced and the victims of conflict. Building on initiatives begun at the end of the first CCF, the programme strategy for promoting peace and social inclusion will therefore be to work for the following three overall outcomes.

29. *Sustainable recovery and integration of conflict-affected populations with increased opportunities for human, social and economic, security.* The strategy for this outcome will be to work at both the national policy level and in support of selected area-based development interventions that contribute to the resolution of local conflicts and an increase in opportunities for human, social and economic security for affected and disadvantaged populations, in particular IDPs. Activities in this area will also help build up the credibility of UNDP as a neutral party with a development mandate.

30. The following main outputs will be produced:

Integrated humanitarian and recovery response programme implemented in the Nuba Mountains;

Pilot initiative(s) implemented for restoring essential social services and livelihoods in communities with large numbers of IDPs;

Local conflict resolution mechanisms revitalized and supported;

Pilot initiative(s) implemented for restoring human security through arms collection and establishment of new opportunities for ex-combatants; and

National policy options developed for enhancing the economic, social and human security of conflict-affected populations (including IDPs).

31. *The consolidation and promotion of peace efforts through increased intra-Sudanese dialogue.* UNDP will build on its field activities in peace-building and

reintegration to promote a culture of peace. It will continue to work with the IGAD partners forum,and provide venues for all Sudanese to engage in dialogue and contribute to the advancement of a national agenda for recovery and rehabilitation.

32. The following main outputs will be produced:

Sectoral strategies for recovery and rehabilitation formulated in a participatory manner;

An active civil society peace network established, consolidating best practices and facilitating dialogue on peace; and

A wide range of public forums and media campaigns organized to advocate and spread a culture of peace.

33. *Increased use by decision-makers of sustainable human development concepts in policy formulation and implementation.* UNDP will advocate through the NHDR process the dividends of peace in Sudan. In doing so it will analyze the main economic, social and cultural issues in the country. At the same time it will use the NHDR as a tool for promoting public debate on development choices.

34. The following main outputs will be produced:

Quality NHDR reports produced and widely disseminated, leading to increased discussion on key sustainable human development issues specifically highlighting gender dimensions; and

A national knowledge and information network on human development established and active.

35. Work towards these three outcomes will together contribute to the overall objective of promoting peace and social inclusion. It will, moreover, support and be reinforced by the outcomes sought in the programme's first thematic area.

C. Cross-cutting themes

36. Gender, HIV/AIDS and ICT will be cross-cutting themes within the programme's two overall thematic areas. UNDP will mainstream gender and HIV/AIDS concerns in its interventions and in this way advocate for their full recognition in government policies and practices as national priorities. At the field, state and national levels UNDP will advocate and seek the inclusion of women in all decision making processes. This will be supported by joint initiatives with the United Nations Population Fund (UNFPA), the United Nations Development Fund for Women (UNIFEM) and UNICEF to raise awareness on the implications of all forms of discrimination and harmful practices affecting women and to advocate ways for ensuring equal access to education, income opportunities and representation. As appropriate, UNDP will similarly seek to mainstream the fight against HIV/AIDS into its interventions. Together with the national AIDS programme and the Joint United Nations Programme on HIV/AIDS (UNAIDS), UNDP will also seek to raise awareness on the overall development implications of HIV/AIDS in Sudan and the policy options for responding to the situation. Additionally UNDP will incorporate ICT into activities at the state and national level, in particular in building capacity for information and knowledge management, with a view to the development of a national e-strategy.

37. The following main outputs linked to these cross-cutting themes will be produced:

Gender mainstreamed in the design and implementation of UNDP interventions;

Awareness raised on issues of economic, social and human security for women in situations of conflict, displacement and poverty;

The need for the inclusion of gender and HIV/AIDS issues in the Poverty Reduction Strategy Paper promoted; and

ICT strategy for state and local development activities prepared.

38. Beyond the above mentioned areas, issues related to globalization, outward economic policy and trade have important consequences for overall development in Sudan. Responding to government concerns UNDP will try to facilitate, where appropriate in the programme, access to knowledge pertaining to policy options, approaches and responses to trade and market liberalization.

IV. Management arrangements

39. *Management, monitoring and evaluation.* The new CCF represents a major and ambitious shift in

UNDP's work in Sudan, from an overwhelmingly downstream, field-based focus towards an upstream, policy-oriented focus. The difficulty of the environment in which this is being undertaken is great and the delivery of the programme correspondingly complex. The civil war, localized conflicts and the frequent humanitarian emergencies in Sudan constitute obstacles around which the development programme must be sufficiently flexible to manoeuvre. The environment at the national, state and local levels, and the capacities of respective partners constitute further variables which UNDP must consistently monitor and respond to, in order to optimize progress towards the overall programme objectives and the consolidation of its comparative advantage.

40. The new CCF has been prepared and structured with a much greater focus on specific intended outcomes than in the past. Overall programme management and results monitoring will be carried out in accordance with UNDP's results based management system (RBMS). The country office will increase the quality of monitoring and evaluation of project implementation. Indicators and accompanying baselines will be used for all intended outcomes in the programme. Indicators will be qualitative as well as quantitative. At least three outcome evaluations will be carried out during the CCF period.

41. Projects that fall under different programmatic areas in the same state or province will be monitored together and, where possible, have overlapping steering committees. This will also increase efficiency in monitoring the impact of UNDP interventions. Internally, the country office will seek to strengthen its capacity for programme management and implementation and, in particular, its capacity to respond promptly and qualitatively to assessments, evaluations and important developments during the programme. Special attention will be given to ensuring timely mobilization of support resources from headquarters and other country offices. A comprehensive training programme will be implemented to enhance the substantive and operational capacity of the country office at all levels. The country office will also place special emphasis on knowledge management and networking and will draw on the Sub-Regional Resource Facility for the Arab States (SURF-AS) for support and for policy advice. With the active support of the Regional Bureau for Arab States (RBAS) cooperation with BCPR will be expanded and used for guidance, networking and resource mobilization.

42. The CCF activities will operate in close collaboration with the MIC, the main institution coordinating UNDP's work with national partners in Sudan. MIC is also responsible for ensuring that counterpart contributions at the state and national levels are mobilized in an effective and timely manner. All new project proposals will be endorsed jointly by UNDP and MIC within the parameters set by the CCF and the results-based management framework. UNDP and MIC will also jointly determine the most relevant and effective execution modality for each intervention. Once projects have been approved, day-to-day issues will be handled directly between the executing/implementing partners and UNDP. The country office and MIC will use annual programme reviews, as well as project review meetings and regular project visits, to ensure that coordination and monitoring are effective and timely, and that the required responses to assessments, evaluations and audits are made by the appropriate parties.

43. *Execution*. While recognizing the shortcomings encountered in national execution during the first CCF period, national execution will continue to be regarded as a means for enhancing ownership and self-reliance. However, there is a need to address past mistakes and establish an enabling environment for national execution. The support of UNDP will therefore be required to develop a country-specific manual and training package for federal, state and local government units responsible for the execution of programmes. UNDP and MIC will agree on alternative execution modalities as the situation requires, including direct execution, agency execution and NGO execution.

44. *Strategic partnerships and resource mobilization*. The programme will place particular emphasis on raising funds from Sudanese sources such as the Zakat Fund, the Social Security Fund, government cost-sharing, and the private sector. In order to achieve greater ownership of projects, no new activity will be initiated without a strong partnership with the national counterpart agency, manifested in most cases through a cost-sharing contribution to the project and/or full and timely provision of counterpart contributions in kind. Where appropriate, UNDP will use broad project frameworks, with UNDP funding the core and strategic activities and raising non-core resources to fund field

implementation of relevant activities. UNDP will seek to increase the involvement of potential donors in project formulation, using UNDP funding as seed money to initiate new interventions. Bilateral donors such as Canada, the Netherlands, Norway, Sweden, Switzerland and the United States Agency for International Development (USAID) have already shown interest in funding activities that directly contribute to the peace-building process. Moreover, UNDP will seek to develop partnerships with relevant regional and international financial institutions such as the World Bank, the IMF, the African Development Bank and the Islamic Development Bank. UNDP will also continue to mobilize resources from more traditional sources, including Capacity 21, GEF, the Montreal Protocol, the UNCDF and the newly established UNDP Thematic Trust Funds.

45. *Coordination with United Nations agencies and Resident Coordinator support.* In the draft UNDAF for Sudan for 2002-2006 the broad objective set for United Nations agencies working in humanitarian and development assistance in Sudan is to 'contribute to the creation of a peaceful enabling environment conducive to the fulfilment of the right of the Sudanese people to survival, development and equality.' In line with the UNDAF and UNDP's responsibility to provide support to the United Nations system, UNDP will seek to increase coordination between United Nations agencies and international financial institutions to undertake initiatives with specific reference to poverty reduction and peace building. UNDP will also seek to create an environment within which the adoption of joint programming principles and implementation strategies would increase the impact of the United Nations system along the lines of what is already being promoted through the Nuba Mountains initiative.

Annex

Resource mobilization target table for Sudan (2002-2006)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP regular resources		
Estimated carry-over	2 598	Includes carry-over of TRAC 1, TRAC 2 and the earlier AOS allocations.
TRAC 1.1.1	15 935	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	1 400	
SPPD/STS	856	
Subtotal	**20 789**[a]	
UNDP other resources		
Government cost-sharing	2 000	
Third party cost-sharing	10 000	
Funds, trust funds and other	13 800	
	of which:	
GEF	11 400	
UNCDF	1 000	
Other	1 400	
Subtotal	**25 800**	
Grand total	**46 589**[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.
Abbreviations: GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund.